GOVERNOR LILLEY'S RECOMMENDATIONS

Message of Incoming Chief Executive of the State to the Legislature.

Urges Economy of Expenditure and An Effort to Increase Revenues of the State-Public Utilities Act-Crusade Against Tuberculosis-Other Recommendations by New Governor.

General Assembly: In conformity with custom I address you to-day as a fellow servant with you of the public, feeling, as I m sure you do, the great responsibilof the people's trust. I should be from candid if I did not at this me publicly express my appreciation not only of the honor but the gravity of their confidence, and my purpose so to act as to merit their approval.

For your part I am sure that you too realize that you are responsible to the sovereign will for all of your acts. You are the elected representatives of a righly intelligent and watchful public, will not be slow to praise or lame; as you shall deserve. Bearing mind these things, we should resolve to subordinate all our private good and give the best that is in us to the maintenance of the proud tradions of our beloved State.

Our tangible possessions and the contion of our finances do not measure ie well-being of the commonwealth, the state of our treasury at the opening of this new fiscal year must putting forth our greatest efforts to ment so that to conduct the public affairs with the best time. trictest economy. This does not mean he we should go to the extreme of enving our support to needful agen-les of government, but that we should ke every dollar of our resources

Never before was there more urgent a commonwealth form habits of extravagance. The condition of our treasury warns us. We must give to the financial branch of our administration the same devotion that we do o our private business. We are trusees, and however easy we may find it o forget the fact, the constituents who have given us their trust will not.
At the same time, questions of large

noral and economic importance affecting the success, comfort and character of our people, will come before us, and in their wise treatment lies for us a great opportunity for service as well onsibility. your attention to a reference to some of these matters.

STATE FINANCES.

From the Treasurer's last report, I noticed that the financial year ending September 30, 1908, showed quite a change for the worse in its condition. he year previous the State was not nly able to meet all its obligations, but had a surplus of cash on hand of more than \$265,000, but the last year the State ran behind over \$800,000, showing a net indebtedness of \$548,-586.52. However, this is not all; the appropriations granted for extraordinary expenditures were not fully drawn last year and will be drawn this year. It should be stated, however, that the tester part of this deficit was proded for by an Act of the last General Assembly authorizing the issuance of bonds which have not yet been to provide for the disposal of these

eparted from our former policy of paying our bills, and have entered on a career which, unless changed, will State Auditors of Public Accounts. within the next few years contract a hese facts, I appeal to you, Gentlemen, to practice the strictest kind of economy in the management of the

State's business As trustees of the people's money it is our duty to decrease our expenses or increase our receipts. I am convinced that we should increase the revenue. The State Treasurer recommends a State tax and an increase in our inheritance tax. Whether one of these two ways or some other way would be most desirable I will not stop to discuss, but I advise in the strongest terms possible, legislation that will erty. provide for an increase in the State's receipts, as well as rigid economy in its

PUBLIC MONEYS. The present methods of caring for

while that not invested is in the Treas-The State Treasurer is by virtue of his office treasurer of the School Fund, ed portion, he is the official logically to be placed in charge of the management of the entire fund. This seems self-evident that the wonder is that the dual management has not long since been done away with in the interest of economy and efficiency.

Much of this fund is invested outside of the State. I can see no reason why, as fast as may be practi-I can see no reastments should not be investments within our own State, where it could have a part in contrib-Many of our State institutions purchase their own goods and pay bills

through their own treasurers. In some cases the institution draws the entire amount of the appropriation from the State Treasurer, puts it on deposit in

It would seem to me more businesscommon disbursing officer, preferably the State Treasurer, and see that the State receives interest on all moneys in hand. Such a plan need not prevent the State institutions from keeping on hand a small fund for emergencies, and they could always have the privilege of making draffs upon the State Treasurer for funds as needed.

A considerable part of our State funds is now on deposit at 2 1-2 per cent. interest. Lam of the opinion that under existing conditions our current funds would be eagerly sought by sound financial institutions at 3 per

STATE OFFICERS.

Under our present system of electing State officers, the Governor, Secretary, and Comptroller are elected at the same time, and generally hold for one

my predecessor took office. The peal to the courts is provided. judgment, should be elected for not less of extraordinary powers, subject to than four years, and the terms of office reasonable regulations, in a permanent All of our high schools and elemented by the quick response of the towns

Mr. President and Members of the one at all times should be a hold-over incumbent with experience. have suggested that the office of School Fund Commissioner be done away with, thereby putting the finances under a single head. If this is done, in any event the Treasurer should be elected for a longer term.

TAXATION. Our general system of taxation is one of the best; comprehensive in its scope, equitable in its incidence, and practical in its application. The statutory provisions relative to local taxation, however, should be enforced equally in the different towns. The assessment of property on a basis of full value, as required, is reasonable, businesslike, and for the best interests of the communities. Legislation looking toward the enforcement of statutory provisions in this respect would be definitely beneficial to all towns not amendments are needed to raise the standard of assessed valuation by insessors for a term of years with a impress upon us first the necessity of possible change in the date of assess- full and thorough, touching the ques- aggeration, be said to enjoy the unment so that the work may be done at

> The statutes relative to the poll and military taxes should be so amended that the assessment and collection may be properly carried out on the same basis all over the State. All reports concerning the military commutation taxes should be made to the Tax Commissioner as a part of the work of that department, instead of to the Adjutant-General. Instead of having the enrollment as of January 1st and the polls assessed as of the previous October 1st, the lists of both should be made out on some convenient date at

the same time. Such minor changes should be made in the laws taxing public : rvice corequitable in their application and more definite in their enforcement, as recommended by the Tax Commissioner. The revenue of the State can be in-

slight changes in the succession tax tined to die of tuberculosis, unless acfied in adopting the inheritance tax whose records reflect honor upon their cular state would be handicapped in laries, and progressive as to the a progressive rate of from five to fifeen per cent. an estate from \$1,000 to \$1,000,000 in amount, passing to strangbe very largely increased by those entirely able to bear the burden, without injustice or hardship of any kind. Other States are adopting such a law, and Connecticut will undoubtedly follow sooner or later.

The method of keeping public accounts in many of the towns is exceedingly careless and unbusinesslike. sold, ewing to the low interest rate Thousands of dollars have undoubtedly fixed by the Act. It will be your duty been lost in different municipalities by such incompetency. I recommend a uniform system of municipal account-Looking over the financial history of ing adapted to the large and small ur commonwealth for the last fifteen towns and other municipalities. This ears, it is very evident that we have plan should be prepared by the State Board of Accountancy, and be carried out under the yearly supervision of the The large amount of waste or unpro-

large bonded indebtedness. In view of ductive land throughout the State demands the careful consideration of the modeled in general character on the agricultural, forestry and taxation de- sanatoria of Gaylord Farm and Wildpartments, with proper legislation if wood. These will stand as refuges, necessary. The raising of sheep, re- ready to receive cases sometimes called forestration of land, or any other prac- hopeless, but which are never hopeless tical suggestion should be considered, under proper treatment and care. They certain station, which order results in In any event, the matter should be will receive these patients without a persistently agitated until the proper long journey and the compulsion of methods are finally determined for residence far away from home, family sation for his injury because the telemaking the best possible use of all un- and friends. Under such conditions, used land in the State, so that the far- with every surrounding comfortable, mer will no longer be obliged to pay with plenty of nourishing food and taxes on so much unproductive prop- fresh air to do nature's work, in con-

satisfaction in many of our towns with State, many of whom have been given the inequalities in the assessment of up by their doctors, will be inspired real estate values. I believe that the with new hope and be restored to the funds of the commonwealth, it complaints can be very largely remov- health, to home and to capacity for would seem, are capable of much bet- ed by the adoption of the practice of work. terment. The State School Fund is a publishing annually the assessment conspicuous example. This fund am- list, in order that all property owners ounts to two millions of dollars and may be able to compare the valuation ulation of our State and the present the amount invested is in control of of their property with that of others conditions, as shown from investigathe Commissioner of the School Fund, in the community. This practice, it tions, indicate that some legislation equality in taxation matters.

PUBLIC UTILITIES ACT. the report of the special commission ened by unsuitable housing, and naturto prepare a public utilities act. The not united. While most landlords are gradually withdrawn and placed in State, unable conveniently to furnish considerate and humane, yet there are Public Utilities direct, has lent of its altogether too many who apparently powers to ever increasing classes of care not how their tenants exist, proand of utilization of natural resources. those who usually live in that class of In regarding the highly beneficial re- houses are not in a position to resist. sults obtained and the splendid devel- It seems desirable to establish a miniopment of the corporate agencies em- mum condition which will be legal for local bank and pays it out through the power of the whole community. that institution. In some cases, I am acting through these agencies, which informed, no interest is received on the has produced such results and that with the powers granted there is a corthe incumbency of my predecessor to
responding obligation to render aderesponding obligation to render adequate service without discrimination school system will address you on the and to require therefor a compensation subject at an early date, and you will which will be reasonable.

The problem of safeguarding the the most important to be brought to grant of extraordinary power has be- your attention. come immensely complex. To select Connecticut's public school system, if compel a strict observance of the terms systematic as it could well be-is adof the trust, these are the essentials of mittedly defective and preventive of the problem.

nially cannot supervise public service has continued from the earliest times, corporations. The work is adminis- in many of our towns, has resulted in trative rather than legislative. The the employment of many incompetent bill provides for a uniform system of instructors. The inevitable result has incorporation; for control of capitaliza- followed. They are held in such poor tion; for definition of territory for respect that the wages they are paid operation; for regulation of right of are shamefully low, and a standard of eminent domain and the right to use pay has thus been established that has the public highways; for the safe- shut out teachers of ability. guarding of construction and opera-

cause, and whose grants of power must obtain. A small, compact community Commissioner. be in accordance with uniform and such as Connecticut is, ought to have capitalization; it requires sebe honestly invested in the plant; it requires franchise rights to be used or surrendered; it prohibits condemnation except after a fair hearing; it provides for reasonable rates; it provides an efficient means for making repairs and changes in equipment necessary to the safety of the public and of employes; it recodifies, simplifies and renders uniform existing legislation. pervisory, not managerial, and should assure a continuous consistent policy.

quently expressed in public and are CRUSADE AGAINST TUBERCU-There is perhaps no question which is commanding a more general popular interest today than the privilege and duty of the State in the matter of the care and cure of those afflicted with tuberculosis. The dreadful mortality of the disease, its contagiousness, and, on the other hand, the surprising results that have come in the way of alleviation and cure from such simple remedies as fresh air and nourishing food, have combined to en-

legislative functions undiminished.

will be passed without delay.

views upon this matter have been fre-

the fight of the Great White Plague. professional teachers of law, and the Recognizing that Connecticut has a duty to perform in this matter, as law, that the present state of the law stated in the platforms of both parties, my predecessor appointed a special commission to investigate conditions in most careful and earnest attention of now on that basis. Further slight this State and to make recommendations as to what form of legislation will be the most effective. The report for your careful consideration. It is tuberculosis, regulation of factories, and reform in tenement house laws, flicting doctrines and inconsistent deno less than the cure of those suffering from pulmonary tuberculosis. This report speaks for itself. But I

wish, repeating what I said in public, to express my strongest personal sympathy with all movements to remedy conditions and to cure the afflicted, State should go to the limit of its ability in aiding this great humanitarian crusade. According to carefully pulmonary tuberculosis. This is estithe disease, giving a total of about 16,-State aid has been extended, in my be- the price of manufactured article. lief, wisely. But the hundred or so There is, however, one reform in this at those points. far off from the homes of the afflicted. opinion, will do far more good, reach out going into the details of this plan it proposes, in a general way, the erecstant contact with family and friends, cared for as well, if not as luxuriously, as his fellow sufferer of the largest There is more or less popular dis- means, patients from all over this

TENEMENT CONDITIONS. seems to me, would operate to bring may be necessary in order that dwellabout a more just and uniform valua- ers in cities shall receive suitable houstion, and there is little doubt that it ing. It would seem as if one of the would also tend to increase the grand municipal functions would be to see plied to combinations of capital will list of each community, at the same that all persons living in our industrial relate, not to the question as to whethtime removing many wrong impres- cities have such accommodations as er there is a combination, but whether sions relative to the work of the asses- will enable them to maintain their sors, and serve to promote justice and physical and moral health, both as to actually results in bringing about an the interior of the house, its accommodations and its surroundings. It is quite certain that the earning capacity No more important matter will be of our wage earners and the purchaspresented for your consideration than ing power of their earnings are weaknamed by the last General Assembly ally so, for the interests involved are private agencies, that the people may viding they pay the rent. It is for this benefit by the progress of invention class that legislation is needed, for ployed, we must not forget that it is light, air, space per capita, water-closet resulted from the combination or agreeaccommodations, etc.

A special commission named during recommend such legislation as will re-

the best educational results. The local The General Assembly meeting bien-licensing of teachers, a practice that

Petty economy in this direction is tion; for examination of financial contours to such a degree in some of the good roads movement, at the last sestimation in so far as may be presented to such a degree in some of the good roads movement, at the last sestimation in so far as may be presented to such a degree in some of the good roads movement, at the last sestimation in so far as may be presented to such a degree in some of the good roads movement, at the last sestimation in so far as may be presented to such a degree in some of the good roads movement, at the last sestimation in some of the good roads movement, at the last sestimation in some of the good roads movement, at the last sestimation in some of the good roads movement, at the last sestimation in the good roads movement, at the last sestimation in the good roads movement in the good roads movem Following out this system, the Board of Equalization are of the Board of Equalization are of the system are of the system are of the system, the Board of Equalization and the Board of Equalization are of the system are of the system, the Board of Equalization and the Board of Equalization are of the system, the Board of Equalization and the Board of Equalization are of the system, the Board of Equalization and the Board of Equalization are of the system and the standard; for a similar to maintain the standard; for a similar that some strong central authority that some strong central authority have direction of the licensing of the regulation of the regulation of the system. dition in so far as may be necessary hopeless unless the State shall insist crease in commercial traffic during re-There should be a State law requiring way improvement one of the most imboards named have very important du- The bill, if enacted, will substantially every new teacher who is employed ties to perform, and some of the members should hold over. The State bers should hold over. The State Treasurer and the Comptroller, in my

The bill provides for a chool system that should be a model ization; it requires se- of its kind. Indeed, it is asserted by sion to be of equivalent value; it re- menwealth with less legal provision for fixed standard than Connecticut.

Tou can do the State no greater ser efforts to a betterment of our public schools, and I ask that you give earnest attention to the report of the special commission on this subject.

CARE OF THE BLIND

the State which I commend to your favorable and sympathetic consideration is the Connecticut School for the The General Assembly will retain its adequate school buildings, where at one time as many as eight children were This bill will furnish the foundation obliged to sleep crowded together in for a measure which I earnestly hope imperatively demand larger and better facilities for the efficient accomplishment of its benevolent designs. Under supplemented by gifts already made to the school, will enable it to fairly meet others. and discharge its education and industrial undertakings.

EMPLOYERS' LIABILITY.

There has been for several years an urgent, and ever more pressing demand, from the workingmen of this and other state, for a substantial reform of the laws relating to the liabilty of an employer for injuries received by his employes in the course of their employment. When such a demand is supported, as it is in this injudges of the courts which apply the works grave injustice to a class least able to bear it, it ought to receive the

Mr. Labatt, the most recent American writer on the law of the Employers" Liability, says in his preface: tion on many sides, including boy ne enviable distinction of having been the occasion of a larger number of concisions than any other branch of the

The true doctrine of this subject undoubtedly is that accidents to workmen | this department. are the inevitable incident of manufacturing and railroad operations; they are a part of the cost of the business; and my personal conviction that the the operation of a great factory every year wears out and breaks a certain number of machines; the repair or replacement of such machines is a part prepared figures. 1,600 persons die every of the operating cost, which the manyear in the State of Connecticut from ager must figure into the cost of the product. But the business also inmated to be about one-tenth of the variably, year by year, mutilates and number who are seriously sick with kills a certain number of men; why should not that cost also be borne by 000 persons who need care and treat- the business, and so by society in the ment. As every tenth death in Con- cost of the product? The injured worknecticut is caused by tuberculosis, it ingman must of necessity bear the follows that, with a population in the pain, disfigurement and other personal State of about 1,000,000, more than 100,- damage of the injury; its money cost

to anyone. It is also a question tion. Already the State possesses two not now practicable. The great object I am sure they will welcome any step whether the State would not be justi- sanatoria of the highest standing, tion is that manufacturers of a parti- you may take to severely penalize the system which is in operation in many medical staff and managers. I refer to competition if they were exposed to essary that you should give attention States, which is graded as to benefic- the Gaylord Farm Sanitarium near burdens that their rivals would render to the points of greatest danger, the Wallingford, and the Wildwood Sani- it impossible for them to charge the crowded streets of our cities, and pass amount of collateral bequests. With tarium near Hartford, to both of which additional cost of labor accidents into

patients cared for at these two insti- field of law that in my judgment is It has been suggested that the se tutions only constitute a fraction of the least measure of justice that ought lectmen of the towns be given the pow-those who should be aided. What is to be considered, and that ought to be er, or as in some other states, to close the best way of extending State aid? enacted into law without delay; that is at their discretion such roadways as In most cases expensive hospitals, cost- the abolition of the so-called "fellow- are not State highways or main highing from \$500,000 to \$1,000,000, have been servant rule." By this rule, an emerected, involving a heavy mainten- ployer is not liable to an employe for able for general motor vehicle traffic ance charge. These have been found an injury caused by the negligence of There are roads that are too narrow or for a number of reasons inadequate to another employe. The law makes a are in bad condition for such traffic, do the work anticipated. Such institu- man liable for damage done by the and its removal, while not inflicting tions are too hospital-like and are too negligent act of a servant in the any hardship, might contribute to the course of his employment, except in public safety. I believe this problem has been solved the single case when the injured man in a model way by the report of the is also an employe of the same mascommission. They propose for your ter. This doctrine was first laid down consideration a plan which, in my about seventy years ago, when factories were small, and when all the a far larger number of the afflicted servants of a master knew each other than the hospital plan, and will not and worked in close contact. It was cost as much. In short, each dollar of argued that this rule would lead the the \$300,000 asked for will count. With- men to watch each other's conduct and so tend to prevent accidents. This argument, however just it may have been then, is grotesquely absurd as applied to the conditions of twentieth century manufacturing or railroading. who has received from the telegrapher a written order to run his train to a a collision and an injury to him, is told that he cannot recover compengrapher was a fellow-servant with him (a decision which has been repeatedly made in the American Courts,) he is likely to have besides the pain of his injury a rankling sense of injustice. The subject is particularly pressed

upon the attention of the Connecticut Legislature by the protests which our own courts have made against the fellow-servant rule, while they have felt obliged to apply it as the existing law. I earnestly recommend the passage of an act abolishing the fellow-servant commission appointed to study the

Combinations of capital and combinavast importance and interest to the masses of our citizens. There seems to be little doubt that the time is rapidly approaching when the test to be apthat combination, in its overation, thus inflicts injury on the people.

The same latitude should pervade the laws relating to combinations of workingmen, in labor unions, trade unions and kindred organizations. It ment or combination of workingmen shall be imprisonment for not less contemplation of a trade dispute, for the maximum term shall be imprisonexample between employers and em- ment for life. The penalty is now ployes, should not be judged solely as to its legality, by nature of the act done or proposed to be done. by one man would not be a crime, then the natural drift toward insanity it should be held equally innocent if it among them. The directors believe ner in which these companies have mend a reduction in the hours of labor

above suggested without doubt find this matter one of Statutes. It earnestly claimed that the indeterminate sentence plan, and material welfare, and an appreciative ent form. The statute has been the a useful trade, habits of industry and an agency and, having selected it, to such it can be called—for it is as uninside the legislative halls and many pending before the General Assembly amendments have been proposed and for four years. Such an institution considered. It would seem that the evil complained of in the working of penal system of the commonwealth. the statute in its present form might be removed if the statute were so amended as to clearly provide safe- are still available. The problem is guards that would protect all except worthy of serious thought, and if the the perpetrators, aiders, instigators, or abettors of the illegal act.

> HIGHWAYS. The adoption of a definite and liberal policy by the State with respect to the portant before us to-day.

in writing and must specify the rea- guilance and supervision of central au- cost, as well as by the popular desire for greater speed in the prosecution of ject to removal by the courts for veriance of standards that should not the work committed to the Highway

There appears to be a popular imcurities to be issued for cash only or educators who have given the subject vigor. How mistaken this is is appar- patients. property found by the commis- much study that there is not a com- ent from the fact that during the past year ninety-five contracts have been quires the proceeds of all securities to supervision and less conformity to any awarded, entailing an obligation on the on or east of the Connecticut river, vice than by devoting your intelligent In addition to this there has rested up- tion naturally arises whether the pubtionment of a very limited sum of State. money for these repairs—a sum totally inadequate for the work.

> Notwithstanding the inadequacy the appropriation, however, over 20,000 tons of stone and several thousand and over 300 miles of road were turnpiked and shaped up. I am convinced from an examination

the appropriation given him for adthese circumstances I am disposed to by compelled to take upon his own ministrative work, and that he is thererecommend such an appropriation as, shoulders much labor that under more liberal conditions he could deputize to

For example, the expense of admin istration of this department in Connecticut has been about 41/2 per cent. per cent. Under the present law the for the present. commissioner has the power to appoint the appropriation will not allow him to do so to a very great extent.

ev enough to pay for first-class engineer in his office so that he may be relieved of a large part of the detail work, and county engineers who can surround themselves with assistants counties. He should be given the power and responsibility of selecting these assistants and should receive your earnest support in keeping this great public enterprise absolutely beyond reach as a means of party spoils. Untrained deputies would only hamper the prosecute it along economical and scientific lines.

Having embarked upon an extensive cannont now afford to delay it by false economy, and it should be one of your first duties to give attention to

AUTOMOBILE TRAFFIC.

The automobile is no longer merely a pleasure vehicle, but is now a valuable means of quick and easy traffic and dsitributor of wealth. It has already increased and will continue to increase the value of suburban lands, and its state the burden of these additional social use has brought a vast sum of states and thus contributed to our general prosperity. We have wisely adopted laws that encourage the manufacture and use of the motor vehicles. It is not surprising that its opera tion has sometimes fallen into unworthy hands and that they have been the cause of some distressing accidents. The great majority of automolaws which would not be burdensome tion is taken to remedy existing condi- nize that a complete doing of justice is bile users are careful and law-abiding. reckless driver. It seems to me necsuch supplementary laws as will opera't to reduce the perils to pedestrians

Our people are at last aroused to the importance of the forests to our industrial future and even to the public cent years that we are now face to face with the dangers of freshet on the one hand and water famine on the other because nature's provision for regulating the flow of water has in large part been destroyed.

It was agreed by the representatives of the various New England Forestry Conference that the measures necessary for the development of forestry in Connecticut are: Prevention of forest fires; the creation of the State forests in the various wooded regions of the State; and reform in forest taxation. The present fire warden service should be strengthened by co-operation of the railroads, the principal agents responsible for fires. We have now several small State forests which serve as examples of good forestry measures. The acquisition of large tracts by the State will not only be remunerative investments, but are the most practical means of interesting private owners. There should be a present method of taxing forest land with a view to suggesting legislation

two years hence. PRISON PROBLEMS.

revenues of Connecticut State prison for the past fiscal year footed up \$74.850, a figure surpassing the record for any previous twelvemonth. Managed along progressive lines, this institution is now able, from the earnings of productive labor, to meet a large part of its operating expenses, and the drafts which it makes upon the State treasury are comparatively small

The directors of the prison, in their biennial report, recommend that the punishment for murder in the second degree be changed to an indeterminate is difficult for me to see why an agree- senience, of which the minimum term to do, procure to be done, an act in than twenty-five years and of which rigidly fixed at life imprisonment, and the proposed revision is prompted by a desire to hold out a sustaining ray In other words, if the act when done of hope to life prisoners and to curb the change will be helpful, without ment of many men. And if, as I am weakening any of the social defenses ular confidence through the unprece- of the age limit for minors to include informed, there is doubt as to what the against crime, and the recommendalaw of this State is on this subject, I tion is entitled to careful considera- proven their solid foundation, good

a State reformatory, to which first of-In this connection I call your atten- fenders between the ages of fifteen and have contributed in larger measure to tion to Section 1296 of the General twerty-five may be committed under the prestige of Connecticut and her innocent men have suffered under the in which the young criminal, responenforcement of the statute in its pres- sive to his environment, may be taught right and reason to foster the busiwould be a valuable addition to the The careful plans which were procured by the special commission of 1905 finances of the State warrant the expenditure, the erection of a reformatory, through the passage of the bill reported by the commission and now hefore the Legislature by continuance from the last session, may wisely be urdertaken

CARE OF THE INSANE. The appa"ing increase in the num-

ber of our irsane patients, which has been faster than the growth in the fire insurance, and a great popular tempted prevision for their care calls ed. for your early consideration, Ward has been sent out from the existing asylums to the towns not to send patients to those institutions, as they cannot he received. When we realize the inhe received. When we realize the inhe received of any attempt to care for the absence in Connecticut of any adeshould end two years apart, so that commission whose decisions must be tary schools are likewise in need of the willing to assume their share of the absence in Connecticut of any ade- agent.

recognize the urgency of immediately | tion supplying, either in the present instipression that the work of this depart- tutions or in new ones, ample accomment has not been prosecuted with modations for any possible increase of

In view of the facts that both of the existing institutions are now located lic requirements could not be better den of systematizing the repairs of fulfilled by the erection of a new inover 600 miles of road and the appor- stitution in the western part of the

It has been stated to me that there are now in our insane hospitals a concubic yards of gravel were sent out, of the expensive care of a State institution. It might be well for this body to appoint a commission to make a thorough inspection of the asylums of the conditions of this department with a view to transferring such cases one room, and its increasing numbers that the present commissioner is very to the town farms or other proper plats where the victims can be sup- culosis is a constantly serious one for ported at far less cost, and given the dairy interest and the public, and much handicapped by the smallness of plants where the victims can be supmight not only receive physical and a position as Connecticut on account mental benefit but earn something to- of our lax laws on the subject. No ward the expense of their keeping.

our insane hospitals would be greatly they are in good health and have passrelieved and perhaps the urgent ne- ed the tuberculin test. Other States while in Massachusetts it has been 141/2 cessity of a new building be overcome of wise economy and philanthropy it deputies, engineers and inspectors, but seems to me desirable that such an in- diseased cattle. spection be made soon, for it is undeniable that at present we are not equipped to care for the pressing ought to receive your prompt aftenneeds of the critically insane.

The report of a special commission from the last session of the General sively the necessity of State care for this class of unfortunates, and that the laws. most desirable method of such care seems desirable that plans should now work and would defeat any effort to be inaugurated for the establishment of such a system.

The necessity is accentuated by the realization that there are over five scheme of highway work, the State hundred cases of epilepsy within our borders to-day needing this form of care. This large number is exclusive of cases so mild as to be better treated at home and of cases so severe as to be better treated among the idiotic and insane.

The increase of population and the growth and development of business enterprises and commercial relations ing demands upon our courts. requirements falls primarily upon the of business which it was created to

er party to an action for damages acted in other States on the same subsessed by a jury, has made it necessary for the judges to devote much required hitherto. Moreover, the recent changes in Fed-

eral legislation relating to the naturalization of aliens, by which a very considerable amount of extra work will be required of our Superior Court, will certainly make it more than ever impossible for it to discharge properly the duties imposed upon it.

So long as crime must be punished and restrained and property and civil rights protected, we must have adequate facilities in our courts. Therefore, in view of these facts, I recommend that you provide by law for an increase in the number of judges of the Superior Court. By no other the way for bad legislation and it means within my knowledge can that court be enabled to meet the demands The trend among the best governed

FIDUCIARY INSTITUTIONS. It is not right that only two men lions of deposits, capital and trusts, in in mind in your deliberations.

Under the present law no assistance of any kind is given to them. Such as to-day keeping their securities in safe ridden by a majority vote, it is only salaries of these commissioners, after require two-thirds vote to override the expenses have been paid, are not half veto of an executive, might well be folthose of the average bank treasurer. Our commissioners must be men of ability, trained in accounting and finance, able to judge the legality of investments and soundness of paper, and capable of enforcing the law. poor. Consider the millions upon mil- grounds for divorce, the law concerner; in many instances, their all is in is also probable that reforms of pro-State treasury over half a million dollars annually in taxes, and in view of this tax it would seem that the supervision of the bank should be paid by the State and not levied as a further

burden upon them. It seems to me that it would be step in economy and better business methods if the building and loan com- primaries is said to be ready to make mission were abolished and its duties its report to this General Assembly. turned over to the bank commission-

There are not now more than fifthe State, and a proper and needful thoughtful consideration. investigation of them could easily be conducted by the bank commission-

panies of Connecticut shows a con- ment of women and minors. stant betterment, both as to growth of I am of the opinion that an amend business and soundness of the concerns ment should be passed to clear up the conducting the business. The man- existing uncertainties, and I recompassed with honor and unshaken pop- for women and minors and a raising dented strain of recent years has sixteen years. management and conservatism in the

No branch of our economic activities Assembly should do everything within

The American people are awakening to the humiliating fact that the losses from fire in this country are many times greater than in the well governed nations of the old world and are beginning to feel that something to the laws of honesty. should be done to lessen the enormous waste. In the fact that the losses resources of Connecticut, because of her high position in the insurance world, lies good reason why it would be a very proper thing for this General Assembly to be a very proper thing for this General Assembly the very proper thing for this General Assembly the very proper thing for the General Assembly the very proper thing for this General Assembly the very proper thing for thi Assembly to become a leader in the movement to investigate the causes of fires and to pass such laws as will tend to reduce the losses.

It is manifest that whatever reduces

towns, and the entire lack of facilities ests of this State and the public at in the smaller towns, we are forced to large from the dangers of bovine infec-Fortunately there are in most of the other commonwealths statutes that enmmediate steps to deal with the contagion, and we are sharing in the good

results that have followed their prompt action. But the law of this State does part of the State of about \$800,000, and and that the great number of patients not give the cattle commissioner, or representing about 109 miles of road, are sent from further west, the ques- anyone else, authority to quarantine cattle on suspicion that they are sufdisease.

It is obvious that in order to make preventive measures effective the catpower to act quickly and sternly, if necessary in his judgment, and that he should not be compelled to wait for positive physical evidences, as is now necessary. The delay of a few days in waiting for such physical evidences might prove very costly to the owners of cattle and the users of milk.

The affliction of cattle with tuber ome light employment whereby they but few States are in as unfortunate cattle should be imported into the If there are many such cases the State without the certificate of a qualithat border upon ours have such laws, As a measure both and as Connecticut is not thus protected it has been the dumping ground for

The law is admittedly defective and inadequate in these two respects and

It is said that owing to our loose statutes concerning cattle inspection large amounts of diseased cattle are slaughtered and sold in Connecticut. Assembly for the consideration of this This is a menace to the public health The report shows so conclu- that it will be criminal, to continue through our neglect to pass proper

In my opinion it is our duty to prois by the "Colony System," that it vide for State inspection of cattle both before and after killing. If certain days of the week were designated for killing in our chief cities a small corps of inspectors could easily cover the ground; and in those cities having food inspectors this work could be commit-

LEGISLATIVE PUBLICITY. There is too much loose, inefficient

and conflicting legislation. In my opinion it would be a step in advance provision should be made so that all bills intended for presentation to the General Assembly should be referred first to a permanent clerk of bills, who should be an able lawyer and parliamentarian. Were such a department with a capable official at its head available for the members of money into the state from adjoining Superior Court, but it has not been the Legislature to consult with, he able to keep pace with the increase could show the member who proposes a new law wherein it conflicts with existing laws. If such be the case, In addition to this natural increase and he could redraw the proposed bill of work, the recent legislation of the if it contained a flaw and could also General Assembly which gives to eith- refer in connection with it to bills en-

Moreover, a permanent clerk of bills would in effect constitute a bureau of more time and attention to the dis- information that would be available position of such cases than they have not only to members of the Legislature but to all the people of the State. I also believe that it would be a good thing to have complete and accurate stenographic reports taken of the daily proceedings of the General Assembly and published in convenient form for general distribution. This would go a long way toward fixing responsibility and would be a very valuable rec-

ord for future reference. SPECIAL LEGISLATION.

There is now and has been for a long time too much special legislation and special charter legislation by the General Assembly. This tendency opens should be discouraged by this body. commonwealths today is toward a reduction of special legislation to a min-Our banking institutions have grown imum and toward as great a uniformto very large proportions and the time ity in charters as it is possible to obhas come when our State should fol- tain. Our cities ask for a larger the example of the most important measure of home rule and only those states in the methods of supervision. who are given the responsibility of management of city affairs can appreshould have the vast responsibility of ciate how much justice there is in this this work, with the hundreds of mil- request. These things should be borne

GOVERNOR'S VETO. The veto power of the Governor of they have has to be paid for from their this Commonwealth is an anomaly. own private means. Many banks are As the Governor's veto can be overdeposit vaults in the larger banking a privilege to express his opinion and centers, including New York city, thus has little force. The example of the increasing the expense and labor of Federal government and of the great the commissioners greatly. The net majority of State governments which

lowed by this State.

While the laws of Connecticut in all probability fairly represent the views A of the people of this State as to the savings bank is the granary of the causes which should be recognized as lions of dollars placed in these insti- ing the recognition of foreign divorces tutions by the widow and wage-earn- should be rendered more certain. It these banks. Surely the bank com- cedure could be adopted which would missioners hold a very sacred position. | tend to obviate the possibility of fraud Savings banks alone pay into the or collusion in procuring such de-

I invite the careful attention of the General Assembly to this subject. DIRECT PRIMARIES COMMISSION A special commission appointed dur-

ing the term of office of my predecessor to consider the subject of direct The report, on account of the high character of the gentlemen composing the commission and the study they teen building and loan associations in have given to the subject, merits your REPORT OF FACTORY INSPECTOR

> Your attention is called to the report of the Factory Inspector, particularly to that part dealing with the operation of the law concerning the employ-

Finally, gentlemen, the most super-ficial reflection upon these and other ble of your solemn trust. It is not light thing to feel that the splendid traditions of our State are in our hands. As we have received gloriously, let us transmit nobly. To insure this one thing only is necessary-that w cobey our best impulses. Let us scorn the corrupt or selfish reward and sternly punish him who is recreant

I earnestly wish you personal hap-piness and collective honor. You may achieve them by adherence to you His bounty guide you in your delibera-tions and further bless the Commonwealth of Connecticut.

the losses will also reduce the cost of SIMPLE REMEDY FOR LA GRIPPE. rate of repulation and our well st-benefit would thereby be accomplish- develop into pneumonia over night are quickly cured by Foley's Honey and Tar. The sore and inflame slungs are